



## Staff Report C2025-04

Committee 2025-02-24

Council 2025-03-03

Amendments

---

**Submitted To:** Committee of the Whole | Council

**Submitted By:** Sara Almas, Director, Legislative Services/Clerk

**Prepared By:** Michael Trueman, Manager, Accountability, Procurement & Risk Management

**Subject:** 2024 Annual Report of Non-Standard and Emergency Purchases

---

### Recommendation

**THAT** Staff Report C2025-05, 2024 Annual Report of Non-Standard and Emergency Purchases, be received for information.

### Amendments

None.

## 1. Executive Summary

The purpose of this report is to present the annual report respecting procurement activities made by the Town that are deemed “Emergency” or “Non-Standard” as required in accordance with Procurement By-law 2021-086.

## 2. Analysis

### Background

Section 270(1) of the Municipal Act, 2001 states that a municipality shall adopt and maintain policies with respect to, among a list of things, its procurement of goods and services.

In December 2021, Procurement By-law 2021-086 was enacted and passed by Council. The By-law provides provisions for purchasing, including where non-standard and emergency purchases can be made by the Town upon satisfying certain criteria. It also

requires that non-standard and emergency purchases, valued equal to or greater than \$25,000, be reported to the public annually to ensure openness, transparency, and accountability of our procurement activities.

## Analysis

There are legitimate reasons to proceed with a non-competitive purchase, and these are used thoughtfully. The Town's by-law has aligned our acceptable reasons for pursuing a non-competitive purchase in line with the recommendations made by the Canadian Fair-Trade Agreement (CFTA) as they have become the accepted standard in much of Canada. The exercise of conducting an annual public report is to clearly explain the reasoning behind purchases for good governance purposes.

The Purchasing Division continues to maintain all the required data for all Non-standard and Emergency of purchases. The data includes a brief description of the purchase, rationale for the requirement, reason for the emergency or non-standard acquisition as well as the estimated total cost. This Data Reporting of Non-Standard Purchases from 2023 spreadsheet is attached as Appendix "B". The first table of the spreadsheet lists the **non-standard** purchases. The second table lists the **emergency** purchases.

The non-standard and emergency purchases that occurred in 2023 were:

- 1 instance of emergency procurement, totaling \$46,695.00.
- 17 staff approved non-standard purchases, totaling \$1,095,855.00.
  - 1 item is being included that has no purchase value, it is being included for informational purposes but are not counted in the 17.

It is important to note that in 2024, five multi-year non-standards were approved. These all represent purchases that require additional years to either ensure continued critical service support, Town staff will continue to monitor these services and will commit to going out to open market in the future with a more corporate wide approach when practical. The totals provided only reflect the 2024 costs of the effected non-standards.

## Financial Impacts

A total of \$1,142,550.00 was spent on non-standard and emergency purchases in 2024, in 2023 the total amount was \$2,703,426.00.

All purchases identified on Appendix B were accounted for in the 2024 budget, approved by Council separately outside of the budget process, or were required due to an unforeseen emergency.

## Conclusion

Reporting Non-Standard and Emergency purchases is for information purposes only. Although the vast majority of purchases are made via the appropriate competitive process, these types of non-competitive purchases are a fact of efficient, effective programs and are used all levels of government.

The Purchasing Division is always committed to continuing efforts to be accountable and transparent while enduring great value for money in all projects.

## 3. Input from Other Sources

This report was reviewed and confirmed by Department Heads on February 18, 2025

## 4. Applicable Policy or Legislation

- Municipal Act, 2001;
- Town of Collingwood Procurement By-Law sets out the delegations of authority for procurement and defines Non-Standard and Emergency Procurement as follows:

### 12. NON-STANDARD PROCUREMENT

12.1 A non-standard procurement is the acquisition of goods, services or construction through a process or method other than the process and method normally required for the type and value of the required goods, services or construction, as identified and described under Schedule “B” of this By-law. Non-standard procurement processes include:

a) A Non-Competitive Process, where the goods, services or construction are acquired directly from a particular supplier without conducting a competitive process when an Invitational Competition or an Open Competition would normally be required; or

b) A Limited Competition, where bids are solicited from a limited number of suppliers when an Open Competition would normally be required.

12.2 The use of a non-standard procurement process is only permitted under the specific circumstances set out in Schedule “C” of this By-law.

12.3 All non-standard procurement process must be approved and conducted in accordance with this By-law and all applicable procedures and protocols.

### 13. EMERGENCY PURCHASES

13.1 Notwithstanding any other provisions of this By-law, goods, services or construction may be purchased on an emergency basis where they are required as a result of an unforeseeable situation or event occurs that is a potential threat to any of the following:

a) Public health and/or safety;

b) The maintenance of essential Town services or to prevent the disruption of essential Town services;

c) The welfare of persons or of public property; or

d) The security of the Town’s interests, financial or non-financial;

and time does not permit the use of a standard procurement process.

13.2 All emergency purchases must be reported to the APR Manager and the CAO as soon as reasonably possible under the circumstances and as deemed appropriate, and members of Council be advised.

## 5. Considerations

2024-2028 Community Based Strategic Plan: Advances pillar(s) below:

Sustainable    Connected    Vibrant    Responsible

Services adjusted if any                      Not Applicable

Climate Change / Sustainability:                      Not Applicable

- Communication / Engagement: Not Applicable
- Accessibility / Equity, Diversity, Inclusion: Not Applicable
- Registered Lobbyist(s) relating to content: Not Applicable

Next steps and future action required following endorsement:  
Council to accept report for information.

## 6. Appendices and Other Resources

**Appendix A:** 2024 Data of Non-Standard & Emergency Purchases

**Appendix B:** Non-Standard Procurement Authorization Schedule

**Resource 1:** [Procurement By-Law No. 2021-086](#)

## 7. Approval

**Prepared By:**

Michael Trueman, Manager, Accountability, Procurement & Risk Management

**Reviewed By:**

Sara Almas, Director, Legislative Services/Clerk

**Acting CAO Comments:**

- Endorsed by Acting CAO Valentine on February 19, 2025 to proceed to COW.



## Appendix A - 2023 Data of Non-Standard & Emergency Purchases

### Non-Standard Purchases

Department	Project Number	Vendor Name	Title	Description of goods, services, construction / Circumstances leading up to procurement decision	Estimated Purchase Value	By-law 2017-008 Schedule "C" Justification
Corporate & Customer Services	2024-001	bigPplanning	Grain Terminal Planning Consultant	Additional planning expertise to help navigate the planning and private approval process for the Terminals Point project	\$40,000	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (g) where there is an absence of competition for technical reasons and the goods or services can only be supplied by one particular supplier and no alternative or substitute exists.
Water & Wastewater	2024-002	Ovivo Inc	Digester No 2 Mixing System & Roof	Standardizing a specific Linear Motion mixing system that will be used in the project. No purchase has been made, bidders will be required to source the equipment during Tender. This is the only linear motion mixing system currently available	NA	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: b) due to an absence of competition for technical reasons
Fire	2024-003	MES Code 4 Fire & Rescue Inc.	eDraulic Cutter Spreader	Purchase of a new eDraulic rescue tool	\$64,980	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (d) to ensure compatibility with existing goods, or to maintain specialized goods that must be maintained by the manufacturer of those goods or its representative.
Water & Wastewater	2024-005	Janine DeBoer	Water/Wastewater Compliance Officer	The Town did not have a full-time Compliance officer and contracted out the position to ensure critical work continued while HR process continued	\$50,000	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (g) where there is an absence of competition for technical reasons and the goods or

						services can only be supplied by one particular supplier and no alternative or substitute exists.
Water & Wastewater	2024-007NS	Universal Integrated Solutions (UIS)	PLC and SCADA Programming and Integration Support	Continued support of the WWTP's digital systems	\$34,310	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (d) to ensure compatibility with existing goods, or to maintain specialized goods that must be maintained by the manufacturer of those goods or its representative.
Water & Wastewater	2024-008	WAMCO Municipal Products	Water Meters & MXU Transmitters	New and replacement water meters. 2024 required the supply of a large industrial meter as well as several residential models	\$348,120	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: b) due to an absence of competition for technical reasons
Water & Wastewater	2024-013	ProSpec Technologies Inc.	Rehabilitation of New Tecumseth Regional High Lift Pump #1	As part of the Treatment Plant Expansion agreement with New Tecumseth the Town needed to increase the amount of treated water by a specific date.	\$59,100	3.4 If strictly necessary, and for reasons of urgency brought about by events unforeseeable by the procuring entity, the goods or services could not be obtained in time using open tendering;
Corporate & Customer Services	2024-016	Village Media	Digital Advertising	Digital advertising of Town services and announcements on Collingwood Today's website	\$42,195	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (g) where there is an absence of competition for technical reasons and the goods or services can only be supplied by one particular supplier and no alternative or substitute exists.
Parks, Recreation & Culture	2024-017	PerfectMind Inc.	Recreation Software	Agreement to continue to use PerfectMind as the Town Parks and Recreation management software - 5 year agreement totalling \$80,000	\$16,000	3.3 For additional deliveries by the original supplier of good of services that were not included in the initial procurement, if a change of supplier for such additional goods or services: a) cannot be made for economic or technical reasons such as requirements of interchangeability or interoperability with existing

						equipment, software, services, or the installations procured under the initial procurement.
Parks, Recreation & Culture	2024-019	Forge Leisure LTD	Automated Pool Cover	Automated cover for warm water pool of Centennial Aquatic Centre	\$42,000	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (g) where there is an absence of competition for technical reasons and the goods or services can only be supplied by one particular supplier and no alternative or substitute exists.
Legislative Services	2024-020	NFP Canada Corp.	Insurance Broker Services	Insurance broker services to continue supporting the Town while insurance pool options were being considered	\$75,600	3.3 For additional deliveries by the original supplier of goods or services that were not included in the initial procurement, if a change of supplier for such additional goods or services: b) would cause significant inconvenience of substantial duplication of costs for the procuring entity.
Fire	2024-21	City of Barrie	Emergency Dispatch Service	Barrie Fire is the only NFPA certified dispatch centre that can work with the Collingwood Fire Department to provide dispatch services	\$85,790	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (g) where there is an absence of competition for technical reasons and the goods or services can only be supplied by one particular supplier and no alternative or substitute exists.
Water & Wastewater	2024-023	WSG & Solutions	Grit Classifier Auger	Purchase of auger to make grit removal process more efficient	\$28,375	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (d) to ensure compatibility with existing goods, or to maintain specialized goods that must be maintained by the manufacturer of those goods or its representative.
Corporate & Customer Services	2024-030	UpandUp Studios Inc	Website Hosting and Platform upgrades	Hosting of Collingwood's public website and upgrades to the web platform	\$59,675	3.3 For additional deliveries by the original supplier of goods or services that were not included in the initial procurement, if a change of supplier for such additional goods or services: b) would cause significant inconvenience of substantial duplication of costs for the procuring entity.



Water & Wastewater	2024-031	ACG-Environ	Sewage Station Pump Grinder Refurbishment	Standard refurbishment of grinding equipment to ensure process works efficiently	\$36,850	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: (d) to ensure compatibility with existing goods, or to maintain specialized goods that must be maintained by the manufacturer of those goods or its representative.
Legislative Services	2024-040	ShinyDocs	Digital Records Management	System that integrates all of the Town's current online database tools to all for less duplication and more efficient searching	\$50,000	3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons: b) due to an absence of competition for technical reasons
Legislative Services	2024-041	Town of Midland	Used Parking Meters	Midland was selling their recently purchased parking meters as used on GovDeals	\$30,000	3.7 For purchases made under exceptionally advantageous conditions that only arise in the very short term in the case of unusual disposals such as those arising from liquidation, receivership, or bankruptcy, but not for routine purchases from regular suppliers;
Corporate & Customer Services	2024-044	Hawkeye Bird and Animal Control	Nest Removal and Exclusion Device Installation	Humane Removal of Nesting Area & Installation of Exclusion Devices	\$32,860	3.6 If a procuring entity procures a prototype or a first good or service that is developed in the course of, and for, a particular contract for research, experiment, study, or original development. Original development of a first good or service may include limited production or supply in order to incorporate the results of field testing and to demonstrate that the good or service is suitable for production or supply in quantity to acceptable quality standards, but does not include quantity production or supply to establish commercial viability or to recover research and development costs;

### Emergency Purchases

Department	Project Number	Vendor Name	Title	Description of goods, services, construction / Emergency	Estimated Purchase Value
Water & Wastewater	2024-046EM	Western Mechanical	Emergency Barscreen Repairs/Refurbishment	Wastewater's barscreen unit suffered a failure in Fall 2024. Emergency repairs and refurbishment was required to bring the unit to working order	\$46,695



## Appendix B: Non-Standard Procurement Authorization Schedule

**All purchase orders for a Non-Standard Procurement are issued by the Procurement Office**

Project No.:

### 1. Describe the Procurement Project. *What is being purchased?*

<b>Purchase Price:</b>
<b>Vendor:</b>

### 2. Background

Describe any relevant background information. e.g. *What gave rise to the need for the Procurement Project? Is the Procurement Project part of a larger project? What is the history of the project? What stage is the project at?*

--

### 3. Non-Standard Procurement Justifications

Goods, services and construction may only be acquired through a non-standard procurement process under the following circumstances (select appropriate category):

#### 3.1 If Submission:

- no tenders were submitted or no suppliers requested participation;
- no tenders that conform to the essential requirements of the tender documentation were submitted;
- no suppliers satisfied the conditions for participation; and
- the submitted tenders were collusive.

provided that the requirements of the bid documentation are not substantially modified;

#### 3.2 If the goods or services can be supplied only by a particular supplier and no reasonable alternative or substitute goods or services exist for any of the following reasons:

- the protection of patents, copyrights, or other exclusive rights;
- due to an absence of competition for technical reasons;
- the supply of goods or services is controlled by a supplier that is a statutory monopoly;
- to ensure compatibility with existing goods, or to maintain specialized goods that must be maintained by the manufacturer of those goods or its representative;

- work is to be performed on property by a contractor according to provisions of a warranty or guarantee held in respect of the property or the original work;
  - work is to be performed on a leased building or related property, or portions thereof, that may be performed only by the lessor; and
  - where there is an absence of competition for technical reasons and the goods or services can only be supplied by one particular supplier and no alternative or substitute exists.
- 3.3 For additional deliveries by the original supplier of goods or services that were not included in the initial procurement, if a change of supplier for such additional goods or services:
- cannot be made for economic or technical reasons such as requirements of interchangeability or interoperability with existing equipment, software, services, or installations procured under the initial procurement; and
  - would cause significant inconvenience or substantial duplication of costs for the procuring entity.
- 3.4  If strictly necessary, and for reasons of urgency brought about by events unforeseeable by the procuring entity, the goods or services could not be obtained in time using open tendering;
- 3.5  For goods purchased on a commodity market;
- 3.6  If a procuring entity procures a prototype or a first good or service that is developed in the course of, and for, a particular contract for research, experiment, study, or original development. Original development of a first good or service may include limited production or supply in order to incorporate the results of field testing and to demonstrate that the good or service is suitable for production or supply in quantity to acceptable quality standards, but does not include quantity production or supply to establish commercial viability or to recover research and development costs;
- 3.7  For purchases made under exceptionally advantageous conditions that only arise in the very short term in the case of unusual disposals such as those arising from liquidation, receivership, or bankruptcy, but not for routine purchases from regular suppliers;
- 3.8  If goods or consulting services regarding matters of a confidential or privileged nature are to be purchased and the disclosure of those matters through an open tendering process could reasonably be expected to compromise government confidentiality, result in the waiver of privilege, cause economic disruption, or otherwise be contrary to the public interest.

Justification details for proceeding with a Non-Standard Procurement in accordance with the Non-Standard Procurement Protocol and attach any supporting documentation:

**4. Non-Competitive Process: If you intend to intend to negotiate and enter into a contract directly with a single supplier, please complete the sections below.**

**Pricing Structure**

Select the appropriate pricing structure. *Refer to the Document Drafting Protocol for guidance.*

Lump Sum

- With adjustments
- Without adjustments

Unit Prices

- With adjustments
- Without adjustments

Time and Materials

- With Upset Limit
- Without Upset Limit
- Budget-Based Set Price
- License Fees
- Life Cycle Costing
- Other (please explain and consult with the Purchasing Branch):

**5. Requirements and Specifications**

Attach the detailed requirements and specifications for the required goods, services or construction.

**6. Authorization**

**Department Head or Designate:**

\_\_\_\_\_

*Signature* *Date*

Title:

Name:

**Purchasing Officer or Designate:**

\_\_\_\_\_

*Signature* *Date*

Title:

Name:

**Chief Administrative Officer or Designate:**

---

*Signature*                      *Date*

Title:

Name: